

## Lincoln-Lancaster Planning Department

### Memorandum

**TO:** City Council  
County Board  
Mayor Seng  
Planning Commission  
City/County Department Directors  
Lincoln Public Schools  
Lower Platte South Natural Resources District

**FROM:** Marvin Krout, Planning Director

**DATE:** September 25, 2003

**SUBJECT:** *Comp Plan Amendments*

**COPIES:**

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Enclosed are amended pages for the 2025 Lincoln/ Lancaster County Comprehensive Plan with all amendments as adopted by the Lincoln City Council and Lancaster County Board from November 26, 2002 through September 9, 2003. It does not include amendments adopted from May 28, 2002 through November 25, 2002, as these were previously sent to you.

Please replace pages E 47 through E 50 with the enclosed.  
Please replace pages F 23 through F 26 with the enclosed.  
Please replace pages F 29 and F 30 with the enclosed.  
Please replace pages F 39 through F 46 with the enclosed.  
Please replace pages F 75 through F 78 with the enclosed.  
Please replace pages F 95 through F 100 with the enclosed.  
Please replace pages F 103 and F 104 with the enclosed.  
Please replace pages F 155 and F 156 with the enclosed.

The amended pages are also available on the Internet at [www.ci.lincoln.ne.us/city/plan/index.htm](http://www.ci.lincoln.ne.us/city/plan/index.htm).

# MOBILITY & TRANSPORTATION

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*Mobility is an essential ingredient in ensuring the community's quality of life. This section of the Plan examines the current status of mobility in the city and county as reflected in the area's transportation facilities and services. This review includes Streets and Highways, Street System Maintenance, Public Transportation, Parking, Trails and Bicycle Facilities, Railroads, Airports and Airfields, and Goods and Freight Movement.*

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## S TREETS AND HIGHWAYS

### EXISTING PATTERN OF STREETS AND HIGHWAYS

The city and county are served today by an extensive system of streets and highways. This system ranges from roads capable of safely carrying thousands of vehicles each hour at high rates of speed, down to local residential streets that help form the character of neighborhoods. The street system further plays a vital role in commerce by carrying products to all portions of the city and county. The rural road network also links the farming community to key transportation centers, allowing their commodities to be shipped around the world.

Section line roads form the basic layout for the city's and county's existing street system. Spaced approximately one mile apart, these roads create the underlying grid pattern found throughout the county.

This roadway pattern was established nearly a hundred and fifty years ago by the United States government. Surveyors were sent west to the Plains states to create a patchwork of one mile squares. These squares became the building blocks upon which the earliest settlements and farming communities were formed. The one mile squares remain today – not only as reminders of the very first efforts to plan the region's development, but also as an inherited human pattern upon which tomorrow's community will be crafted.



Over many decades, and standing witness to advances in transportation technology (most notably the introduction of the internal combustion engine), this venerable pattern of section line roads has been enhanced and augmented. The section line roads are used today as Lincoln's main system of arterial streets. In the newer areas of the city, section

line roads are typically built with four through lanes, with turning lanes added to ease the flow of traffic along these corridors.

In older areas of the city, section line streets may have two or four through lanes, with lanes sometimes provided to handle turning vehicles. The grid pattern has also been accented in the traditional areas of Lincoln through the use of arterial streets at the half section (or half mile) line. This has created a more extensive street grid pattern in older parts of the community.

To aid in moving traffic through and across the community, other routes have been layered on top of the county's underlying one mile grid pattern. From the Federal Interstates (such as I-80 and I-180), to State highways (such as Highway Nos. 2, 6, 34, and 77), and to local facilities (such as Capital Parkway, Cotner Boulevard, and Sheridan Boulevard), diagonal roads have helped expand the community's street capacity. These facilities often offer more direct movement between major centers of activity than are provided by the grid system.

Bridges and overpasses have also been added over the years to make travel safer and easier. Separating cars and trains reduces the potential for accidents, as well as cutting back on time spent by motorists waiting for passing trains. Even the spanning of the region's numerous creeks and streams with permanent structures has allowed people and vehicles to move more freely.

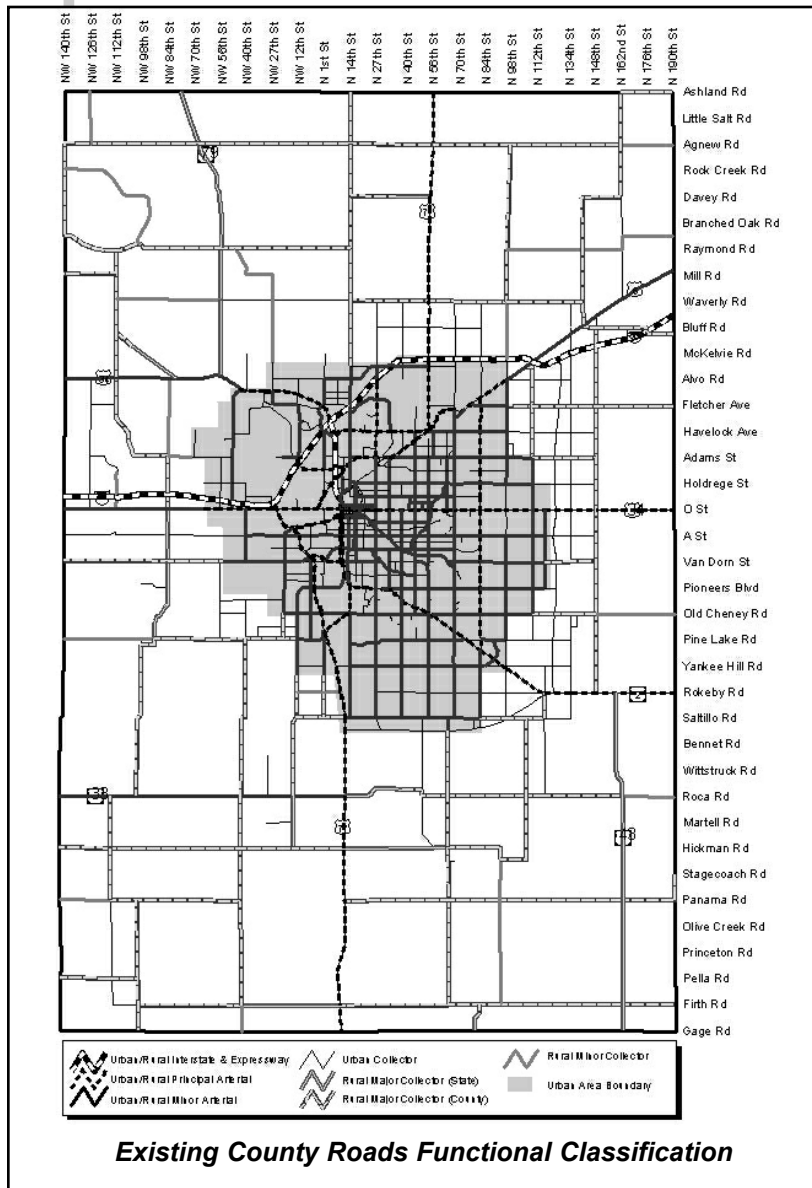
Today there are an estimated 2,750 miles of streets and highways serving the city and county.

This includes approximately 60 miles of Interstate, 205 miles of U.S. and State Highways, 620 miles of major arterials and collector streets, and 1,865 miles of local streets.

## FUNCTIONAL CLASSIFICATION

Transportation planners and engineers place streets and highways into "Functional Classifications." Each classification indicates how the roadway is intended to be used and of the relative importance of a roadway to the neighborhood, community, and region.

At the top of the classification scheme are "Urban/Rural Interstates and Expressways." These are roads capable of carrying large numbers of vehicles at high rates of speed over long distances. Access to these roadways is highly controlled. Vehicles can only get on these facilities at a few designated locations — typically at an interchange.



**Existing County Roads Functional Classification**

“Principle Arterials” and “Minor Arterials” are at the next level of roadway. Arterials may run for many miles across the city and county. Posted speed limits are generally in the middle ranges — 35 to 45 miles per hour — with access provided at grade. Traffic signals are often used to regulate the flow of vehicles along arterials. Access is managed, although movement to adjacent property along arterials is sometimes allowed depending upon the character of the area and the uses being served.

“Collector Streets” offer motorists a safe and convenient way to move from a neighborhood to the arterial street system. This level of street is intended to “collect” traffic from residential or other destinations. Speeds are generally lower than arterial streets with direct access more liberally granted.

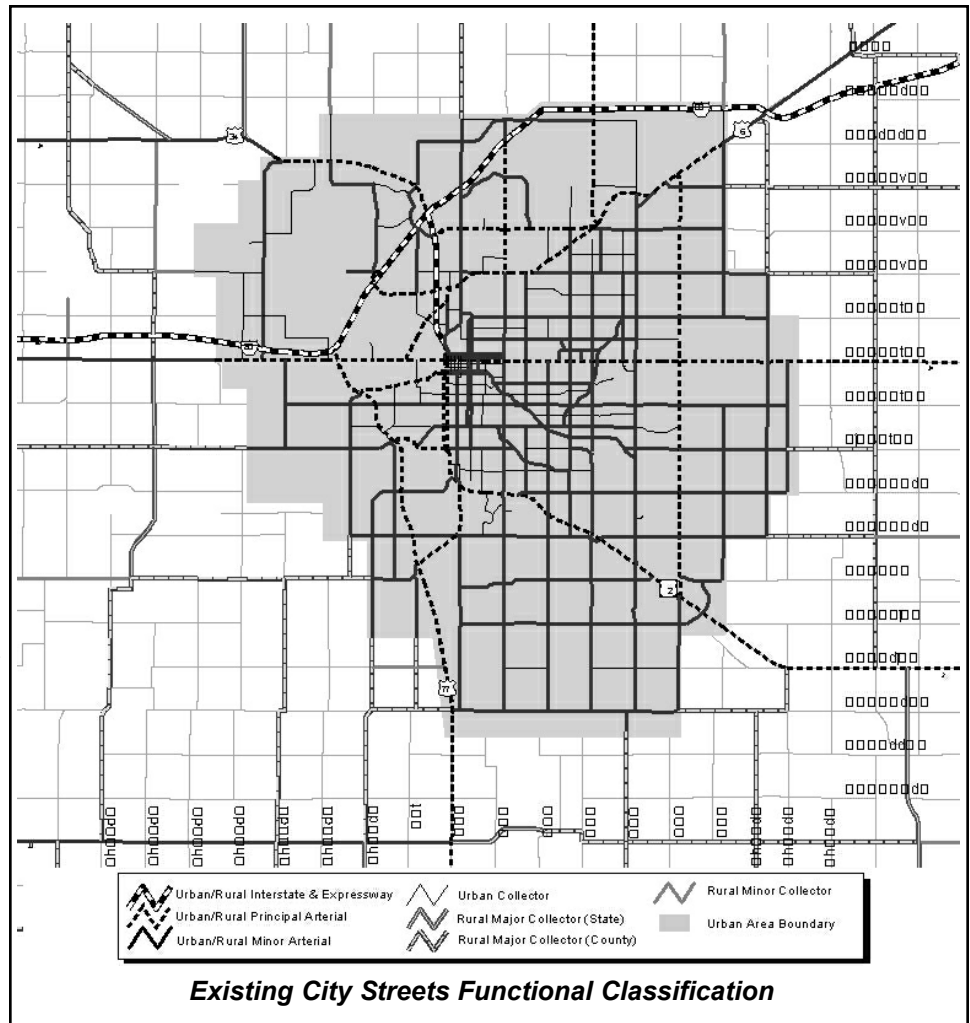
## CONGESTION MANAGEMENT TASK FORCE

During a twenty month period in 1995 and 1996, the Congestion Management Task Force examined traffic flow issues for six “high impact corridors” in the older areas of Lincoln. A series of recommendations from the Task Force’s work was amended into the 1994 City-County Comprehensive Plan in 1996. The City has implemented or is implementing the following Task Force recommendations:

**Create a “2 Plus Center Turn Lane” System in Older Areas:** The Task Force’s top priority was the creation of a street system in the older areas of Lincoln using a “2 plus center turn lane” design. Portions of South 13<sup>th</sup>, South 33<sup>rd</sup>, South 40<sup>th</sup>, South 48<sup>th</sup>, South 56<sup>th</sup>, and Pioneers were slated for such improvements. Since 1996, the City has improved or has plans to improve all of these street segments. Additional streets in the older areas have been identified for upgrading to the “2 plus center turn lane” design.

**Install More Responsive Traffic Signal System:** The City’s Public Works Department has undertaken numerous improvements to the traffic signal system since 1996. This includes installation of sensors and communication lines to monitor traffic flow, traffic monitoring cameras, upgraded software and hardware for traffic signal management, and intersection preemption units. Additional improvements to the traffic signal system are programmed and will be undertaken over the coming years.

**Implement Intersection Improvements:** Thirteen intersections within the high impact corridors were identified as needing improvement. Many of these improvements have been made, while others are planned as part of future capital improvements program efforts.



**Complete Inner Ring Road System:** The Task Force recommended lanes be added to segments of five specific streets to create an “inner ring road.” This system of streets would add capacity along the edge of Lincoln’s older area. Improvements to four of these streets — 84<sup>th</sup>, Old Cheney Road, Pine Lake Road, and Pioneers Boulevard — have been made or are planned. Portions of 70<sup>th</sup> Street have been upgraded, although no additional improvements are presently scheduled for North 70<sup>th</sup> Street.

**Implement Transportation Systems Management (TSM) / Transportation Demand Management (TDM) Strategies:** The City has and is pursuing the application of numerous TSM and TDM strategies. These strategies are intended to make the best possible use of the transportation system by tackling both how the system is managed and how the traveling public makes effective use of the system. Examples include staggered work schedules for public and private sector employers, express transit services, special bus services for major events, message boards for construction and accident sites, and recent upgrades to the city-wide traffic signal system.

**Implement Truck Route Study:** Routing truck traffic around the City was viewed as a way to improve automobile traffic flow in the older areas of Lincoln. The construction of the south and east beltway was sought as the most helpful approach to accomplish this objective. The south and east beltways are now being planned and funding is being determined for their eventual construction.

**Establish a One-Way Pair System on South 56<sup>th</sup> and Cotner Boulevard:** As part of the current East ‘O’ Street project, the City is in the process of making South 56<sup>th</sup> and Cotner Boulevard a one-way pairing. Once completed, traffic will flow north along Cotner Boulevard and south along 56<sup>th</sup> Street.

**Apply “Average Speed” Concept:** A major departure from previous Comprehensive Plans was the Task Force’s introduction of “average speed” as a planning evaluation concept. Under this approach, actual travel times — measured as average speed in miles per hour — was to be collected along selected arterials. This approach created an empirical, measurable means for assessing the street system’s level of performance.

In response to this recommendation, the City of Lincoln began a comprehensive traffic monitoring, accident safety, and signal optimization program in the spring of 1998. This city-wide program evaluates and optimizes traffic flows along all major street corridors on a three year cycle. This approach provides for incremental improvements to be made to the street system. These include the timing of traffic signals to optimize the flow of vehicles, “Intelligent Transportation System” improvements, and other minor geometric changes.

## STREET SYSTEM MAINTENANCE

Maintaining city streets is primarily the responsibility of the Lincoln Public Works and Utilities Department. Road maintenance outside the corporate limits of Lincoln is the job of the Lancaster County Engineer, with the exception of the State Highways which are maintained by the Nebraska Department of Roads.

Maintenance responsibilities include but are not limited to ice and snow control, paved and unpaved street and highway maintenance, storm sewer, open drainage, detention cell maintenance and right-of-way vegetation control.

The City currently operates three street maintenance facilities, located at 531 Westgate Blvd., 3180 South Street, and 3200 Baldwin Avenue. The County operates three district stations and 15 patrol stations within the County.

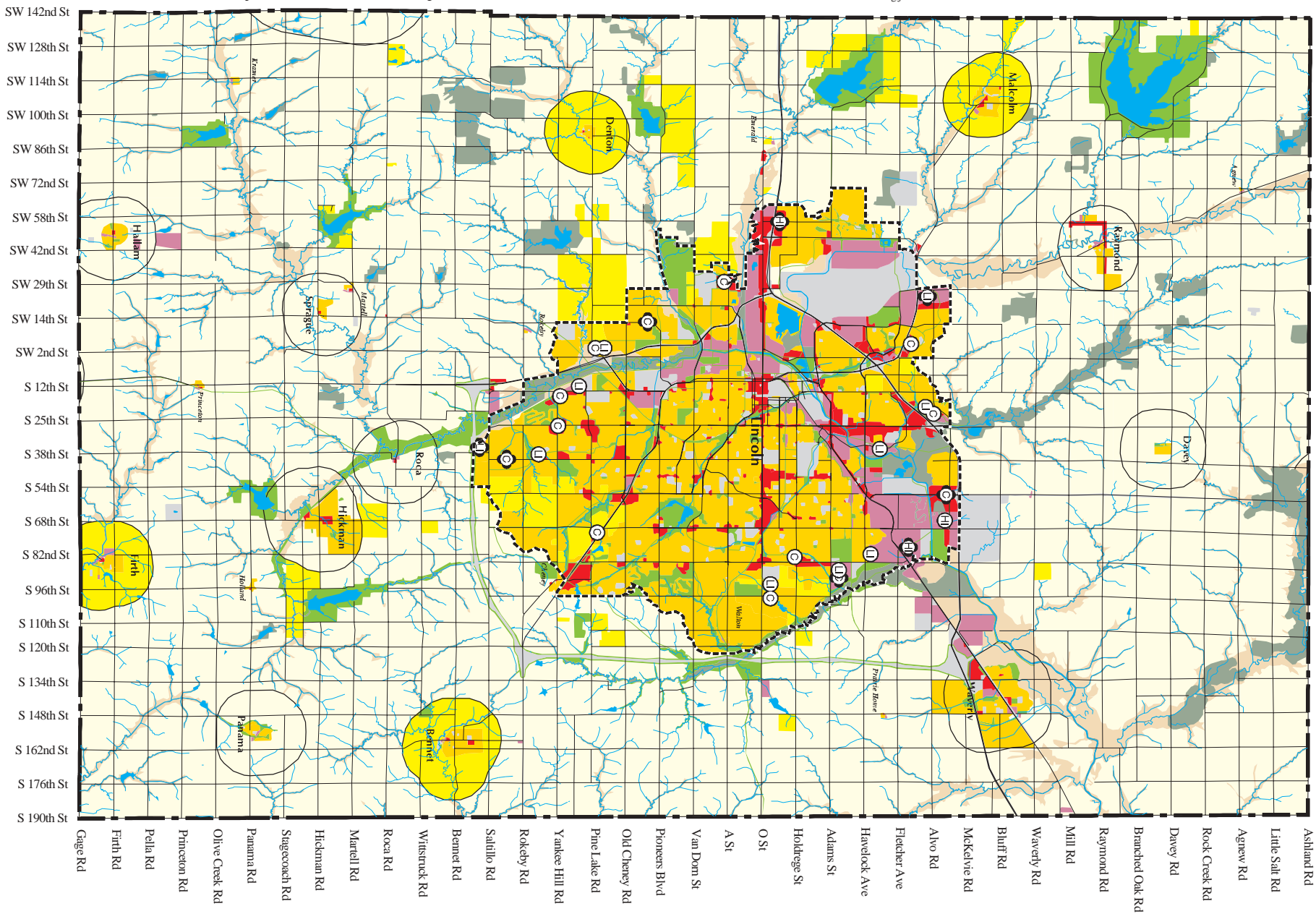
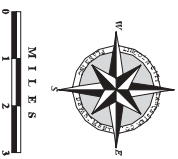
# LINCOLN / LANCASTER COUNTY LAND USE PLAN

The location of each land use designation is generalized. The appropriateness of a particular zoning district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan. Please consult other sources for exact locations of environmental resources such as wetlands, native prairie and floodplain. Not all of these resources are displayed on this figure.

The incorporated town plans are displayed on this figure. In many circumstances the land use categories in the town plans were different from the categories used in the Lincoln / Lancaster County Plan, so some adjustments were made for the purposes of this display. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions.

- Future Service Limit
- New Proposed Comm / Indus Centers
- (Not Site Specific)
- (Site Specific)

- Residential, Urban
- Residential, Low Density
- Commercial
- Industrial
- Green Space
- Public and Semi-Public
- Lakes & Streams
- Environmental Resources
- Agricultural
- Agricultural Stream Corridor

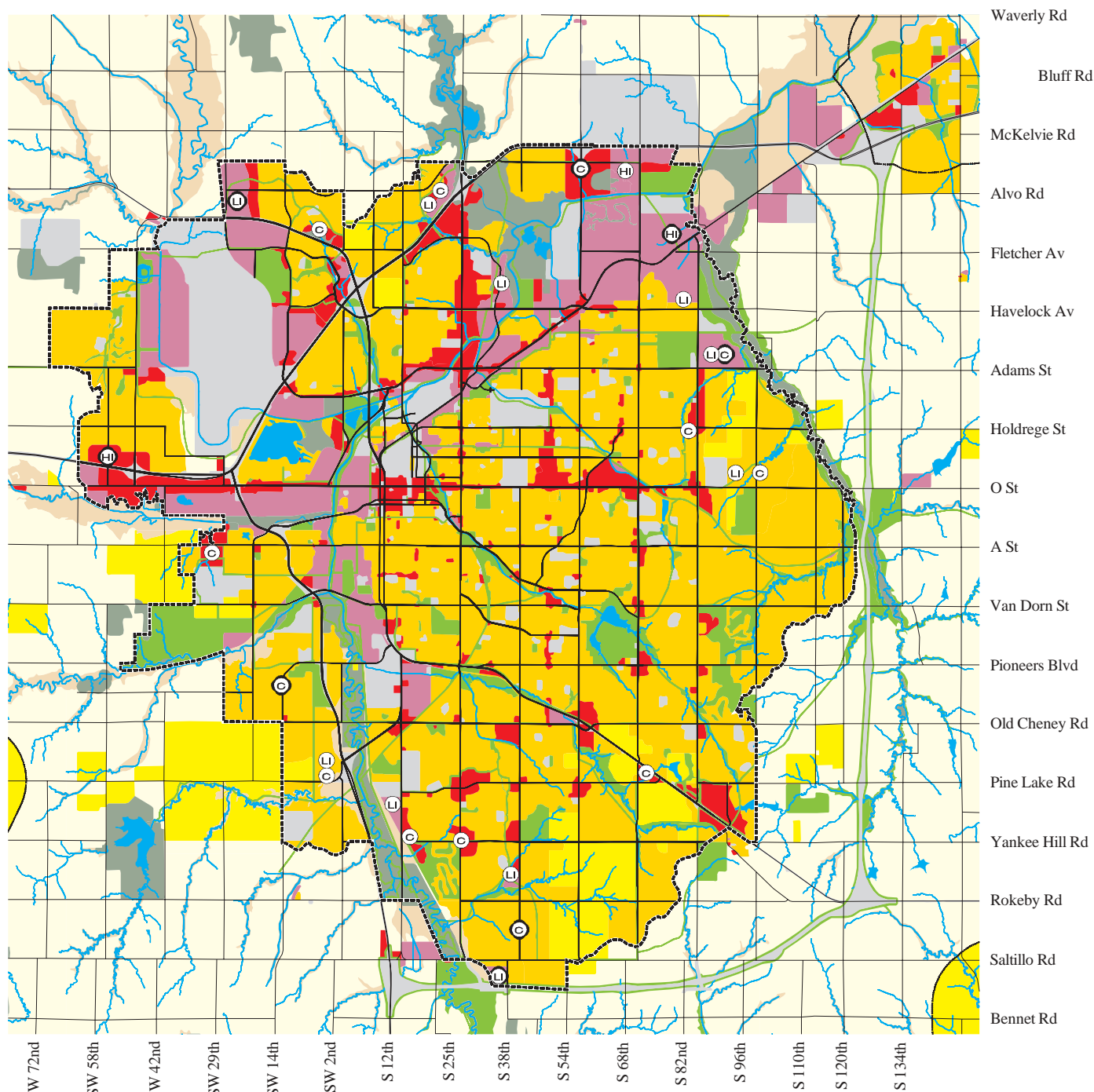


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# LINCOLN AREA DETAIL

## FROM LINCOLN / LANCASTER COUNTY LAND USE PLAN

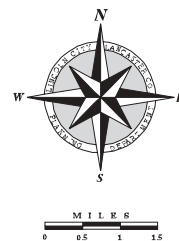


### LEGEND

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|---|---|
| <span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black;"></span> Residential, Urban       | <span style="display: inline-block; width: 15px; height: 15px; background-color: lightblue; border: 1px solid black;"></span> Lakes & Streams               |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: yellow; border: 1px solid black;"></span> Residential, Low Density | <span style="display: inline-block; width: 15px; height: 15px; background-color: lightgreen; border: 1px solid black;"></span> Environmental Resources      |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: red; border: 1px solid black;"></span> Commercial                  | <span style="display: inline-block; width: 15px; height: 15px; background-color: lightyellow; border: 1px solid black;"></span> Agricultural                |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: purple; border: 1px solid black;"></span> Industrial               | <span style="display: inline-block; width: 15px; height: 15px; background-color: lightbrown; border: 1px solid black;"></span> Agricultural Stream Corridor |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: green; border: 1px solid black;"></span> Green Space               | <span style="display: inline-block; width: 15px; height: 15px; border-top: 1px dashed black;"></span> Future Service Limit                                  |
| <span style="display: inline-block; width: 15px; height: 15px; background-color: gray; border: 1px solid black;"></span> Public and Semi-Public     | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; border-radius: 50%;"></span> New Proposed Comm or Indus Centers     |
|   | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; border-radius: 50%;"></span> (Not Site Specific)                    |
|   | <span style="display: inline-block; width: 15px; height: 15px; border: 1px solid black; border-radius: 50%;"></span> (Site Specific)                        |

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# PRIORITY AREA PLAN FOR TIER I

## SETTING PRIORITIES

The top priority for infrastructure improvements is the existing city and areas that are currently under development. In order to provide for the orderly future growth of the city, additional land is identified in Tier I as the next area for improvement. However, the community does not have the financial resources, nor is it necessary, to provide urban services to all of the Tier I area within the next few years. So within Tier I, the community needs to prioritize areas for infrastructure improvements.

## TOP PRIORITY AREA

Areas generally within the city limits at the beginning of the planning period. There are still significant infrastructure needs within the existing city and areas currently under development. Some larger projects, such as Antelope Valley, will be ongoing throughout the planning period and will require significant infrastructure resources.

## PRIORITY A OF TIER I

Areas designated for near term development are generally contiguous to existing development and should be provided with basic infrastructure within 12 years of the adoption of the Plan. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, but is still undeveloped and without significant infrastructure. Areas with this designation are the next priority for infrastructure programming. Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.

## PRIORITY B OF TIER I

The next areas for development beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be considered in the long term capital improvement planning of the various city and county departments.

The principles for prioritization and the individual priority areas are described as follows:

Principles for Priority Areas:

- The top priority for the City's Capital Improvement Program (CIP) is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development.
- Infrastructure improvements should be made concurrent with development.
- In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years.
- Development in the southwest should begin in the Priority A area in the general vicinity of the intersection of Warlick Blvd. and Highway 77. Further planning should proceed to identify initial staging of infra-

structure and development in this area.

- The community should only approve development proposals that can be adequately served by all public facilities.
- Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.
- It is anticipated that there may be some unique circumstances to warrant consideration of development of land in Priority B, prior to the full completion of improvements in Priority A. The community will consider **development in a sub-basin** in Priority B areas, before completing the infrastructure in Priority A areas, if all of the following conditions are met:
  - 1) the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,
  - 2) the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs.
  - 3) the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed,
  - 4) there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.
- Explore options to permit the City Council to annually adopt a six year Capital Improvement Program to serve as a planning and programming guide.

## Spacing

Moderate to Heavy Industrial uses are encouraged to locate near each other in planned industrial centers. Planned industrial centers should generally be distributed throughout the community.

## Criteria

Centers shall be sited in advance in the land use plan in order to ensure the public safety and adequate infrastructure. The Lincoln/ Lancaster County Health Department should be involved in all siting of new industrial centers to ensure the public's health and safety.

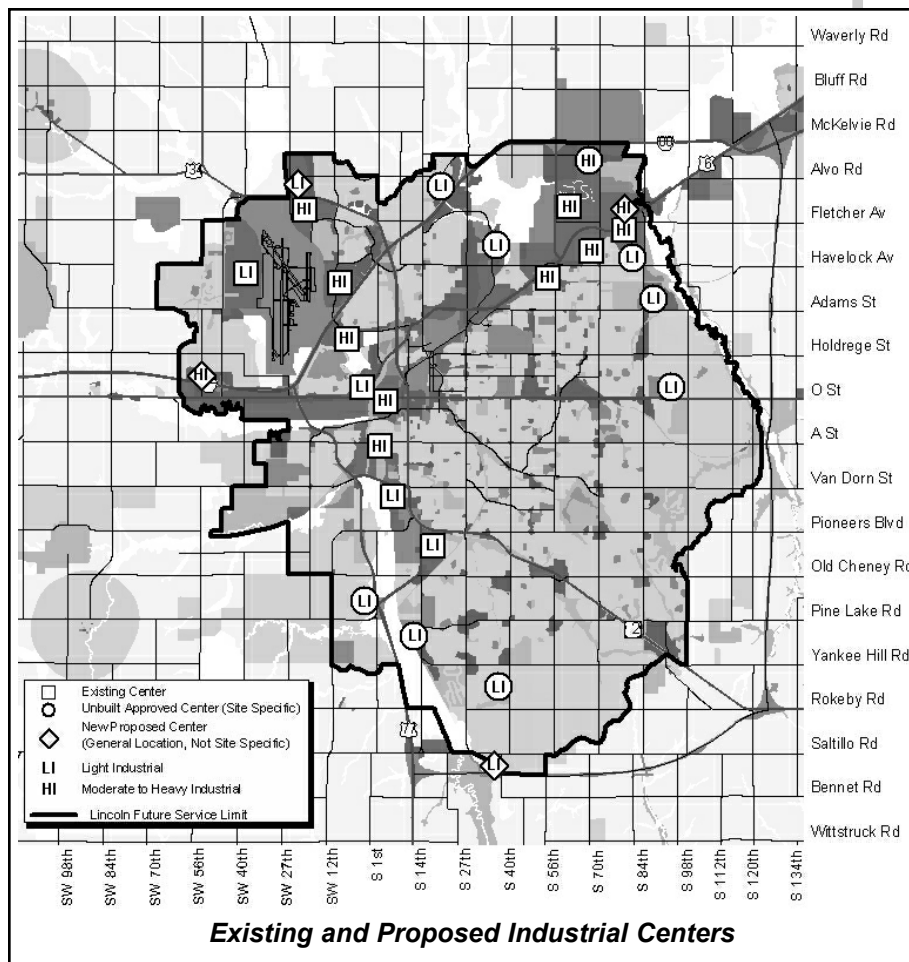
New industrial centers should be distant from existing or planned residential areas. Industrial uses should be located in close proximity to each other.

## Proposed Locations

In addition to existing Moderate to Heavy Industrial centers, the following areas are proposed for development:

- N. W. 56<sup>th</sup> & West O/  
Interstate 80
- N. 70<sup>th</sup> & Cornhusker

Each planned industrial district should be established only after further consideration of site characteristics, buffering and appropriate zoning.



## LIGHT INDUSTRIAL (LI)

### Size

Light Industrial areas should be a minimum of 50 acres in size, with larger planned centers preferred.

### Description

Light Industrial centers are primarily for lighter manufacturing uses with some additional office and retail uses located within the center, such as the Chamber Industrial Tract at S. 14<sup>th</sup> & Old Cheney Road.

### Spacing

Light Industrial areas should generally be distributed throughout the community. Particularly, new light industrial centers should be located in new growth areas of the city.

### ***Criteria***

Centers shall be sited in advance in the land use plan in order to ensure the public safety and adequate infrastructure. The Lincoln/ Lancaster County Health Department should be involved in all siting of new industrial centers to ensure the public's health and safety.

Due to lesser potential impacts, the centers can be located closer to residential, though residential uses should be buffered through landscaping, large setbacks and transitional uses, such as office or open space.

### ***Developing Centers***

Centers are planned or underway at Stonebridge Creek at N. 27<sup>th</sup> & I-80, Horizon Business Center at S. 14<sup>th</sup> & Pine Lake Road, Landmark Employment Center at N. 33<sup>rd</sup> & Folkways and N. 84<sup>th</sup> & Adams Street.

### ***Proposed Locations***

New centers are proposed at:

- Homestead Expressway & West Denton Road
- S. 40<sup>th</sup> Street & Saltillo Road
- O Street, west of N. 98<sup>th</sup> Street
- N.W. 27<sup>th</sup> & Highway 34
- 1/2 mile south of Yankee Hill Road on the west side of 40<sup>th</sup> Street

## **C**OMMERCE CENTERS

“Commerce Centers” are defined as areas containing a mix of retail, office, services and residential uses, with some light manufacturing and warehousing in selected circumstances.

Commerce Centers can include shopping centers or districts (such as neighborhood centers, large scale retail malls, strip centers, and traditional store-front retail settings), office parks, business parks, stand-alone corporate office campuses, research and technology parks, and Downtown Lincoln. The term “commerce center” is meant to be inclusive, not prescriptive. Commerce Centers are distinguished from Industrial Centers in their dominance of commercial uses over industrial uses, and in the types of light industrial uses located in them — that is, the uses are less intrusive in terms of lighting, noise, odors, truck and vehicular traffic, and pollutants.

The Commerce Centers concept gives recognition to the evolving role of commercial and industrial uses in the life of cities. Commerce Centers encompass a broad range of land uses and are intended to encourage the mixing and integration of compatible land use types.

While the Commerce Center concept as applied within this Comprehensive Plan is intended to provide both land use guidance and predictability, it is also designed to allow private sector forces to locate and develop centers that are responsive to changing market demands.

For the purpose of the Comprehensive Plan, Commerce Centers have been divided into three separate size categories. The size differences reflect the differing impacts that the centers have on adjacent land uses and the public infrastructure. The three categories of Commerce Centers are:

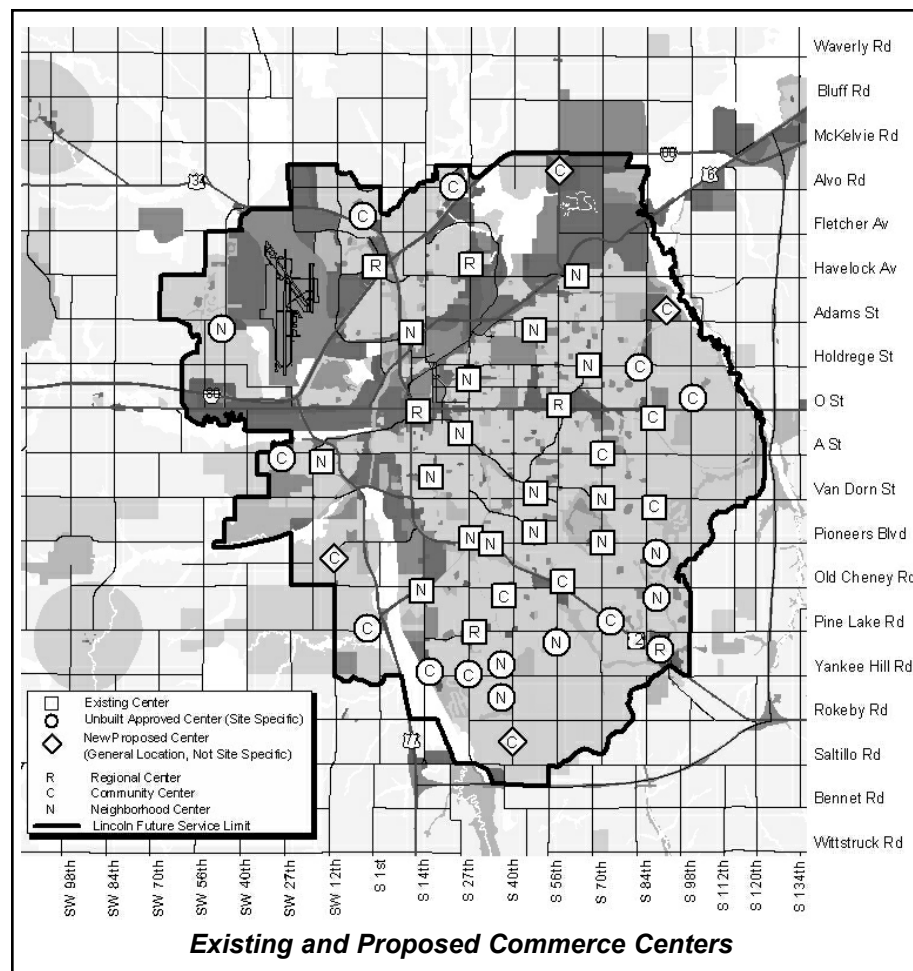
- 1 - Regional Centers (R)
- 2 - Community Centers (C)
- 3 - Neighborhood Centers (N)

The following section describes the general characteristics of each center, the locational criteria to be used in siting such centers, potential future locations, and compatibility guidelines for determining their applicability to a given location.

**Guiding Principles** applying to all forms of Commerce Centers are:

Commerce Centers should develop as compact clusters or hubs with appropriate site design features to accommodate shared parking, ease of pedestrian movement, minimize impacts on adjacent areas, and possess a unique character.

Commerce Centers should generally contain a mix of land uses, including residential uses. Higher density residential uses should be included in and/or adjacent to all commercial centers. Single use centers are discouraged – for example, office parks should include a supporting retail component, while shopping centers should include an applicable amount of office uses.



Commerce Centers shall be designed and constructed to meet the intent of the environmental resources section of this plan. These centers shall in themselves include green space and enhance green space separation, where possible, among communities and mixed-use areas.

Commerce Centers should be developed as integrated centers – “four corner commercial development” should be discouraged. Centers should be appropriately dispersed throughout the community to support convenience of access and to lessen impacts on infrastructure.

Strip commercial development is discouraged. Commerce Centers should not develop in a linear strip along a roadway nor be completely auto oriented.

New or established commercial uses should not encroach upon, or expand into, existing neighborhoods.

Streets and public spaces should be designed within each center to enhance pedestrian activity and support multiple modes of transportation. Commerce Centers should have convenient access to the major roadway system and be supported by roads with adequate capacity.

Physical linkages (i.e., sidewalks, trails, roads) should be utilized to directly connect Commerce Centers with adjacent development, although undesirable traffic impacts on adjacent residential areas should be avoided or minimized.

Commercial locations should be easily accessible by all modes of transportation including pedestrian, bicycle, transit and automobiles. Centers should be especially accessible to pedestrians and bicycles with multiple safe and convenient access points.

Buildings and land uses at the edge of the center should be compatible with adjacent residential uses. Examples of compatible land uses include offices or child care centers. Buildings should be compatible in terms of height, building materials and setback. Small compatible commercial buildings at the edge could include retail or service uses. Buildings with more intrusive uses should have greater setbacks, screening requirements and be built of more compatible materials.

The most intensive commercial uses, such as restaurants, car washes, grocery stores, gasoline/ convenience stores and drive thru facilities should be located nearer to the major street or roadway and furthest from the residential area. Citizens of the community have become increasingly concerned about “light pollution” and its affects upon neighborhoods and the environment. Lighting, dumpsters, loading docks and other service areas should be shielded from the residential area.

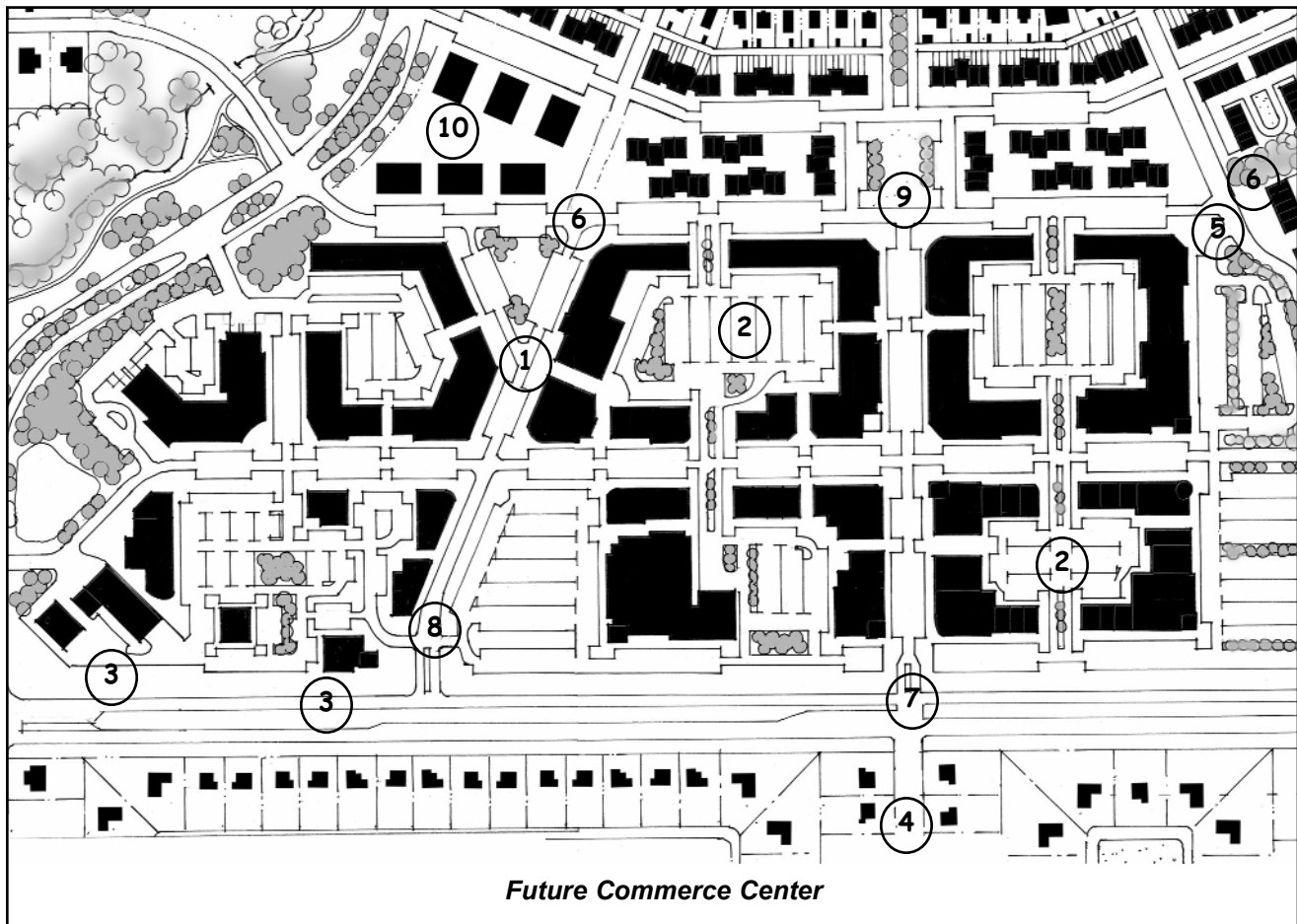
Adjacent residential neighborhoods should have two or more vehicle access points to the center. In general, the major access points to the commercial center should not bring outside traffic through the residential area.

Centers should contain a mix of residential, office, service and retail uses. In addition, other “residential” uses such as multi-family, single family attached, child care centers, and recreational facilities should be integrated within the development. Single use projects, such as office parks, are to be discouraged. Where properly sited, light manufacturing uses may be a part of larger commerce centers, except for neighborhood centers. Centers should create a pedestrian oriented environment in the physical arrangement of their buildings and parking.

The adjacent image of the “Future Commerce Center” displays how these principles might work together in future commercial centers:

- 1 Mix of office, retail and service uses
- 2 Pedestrian orientation, parking at rear, multiple pedestrian routes, buildings and uses close to each
- 3 More intense commercial uses (gas stations, grocery store, car wash, fast food, etc.) nearer to arterial street
- 4 No four corner commercial corners at intersections of major arterial streets
- 5 Transition of uses; less intense office uses near residential areas
- 6 Multiple vehicular connections between residential neighborhood and commercial center
- 7 Encourage commercial development at ½ mile between major intersections
- 8 Provide for transit opportunities in the center design
- 9 Provide public amenities such as recreational facilities, plazas, squares and other types of facilities or meeting areas open to public
- 10 Provide for housing opportunities





Future Commerce Center

## REGIONAL CENTERS (R)

### CENTER SIZE

Regional Centers typically contain one million or more square feet of developed building space.

### DESCRIPTION

Regional Centers typically include a unique blend of commercial and other compatible land uses. Within this type of center, one may find retail shopping, restaurants, entertainment complexes, cultural and artistic institutions, offices, personal and business service facilities, and public institutions and governmental functions. The scale of such centers can offer a sense of place with a unique character or cohesive theme.

Many Regional Centers are large scale retailing centers that include a mall with several department store anchors and numerous small shops, as well as adjacent commercial development with stand-alone restaurants and stores, such as Westfield Shoppingtown Gateway or SouthPointe Pavilions.

Among existing Regional Centers, Downtown Lincoln stands as a unique community resource. Downtown is the county's most intensive center of activity, offering a broad mix of retail, office, industrial, residential, and govern-